



THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

May 21, 2004

MEMORANDUM

TO: Montgomery County Planning Board

VIA: John Carter, Chief, Community-Based Planning Division **JC**
Sue Edwards, Team Leader, I-270 Team **SE**

FROM: Karen Kumm, Lead Planner, Shady Grove Sector Plan (301/495-4554) **KKM**
Claudia Kousoulas, Senior Planner
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SUBJECT: Shady Grove Public Hearing Draft Sector Plan:
Worksession No. 6 – Metro Neighborhoods, Public Facilities, The Grove,
Casey 7, Casey 3, Zoning, Staging, Implementation, Review of Board
Decisions, and Transmittal to the County Executive and County Council

RECOMMENDATIONS

Approve the Plan's zoning and staging recommendations, and finalize the land use recommendations.

- Item #1: Metro Neighborhoods
- Item #2: Public Facilities Update
- Item #3: The Grove Shopping Center
- Item #4: Casey 7 Property
- Item #5: Casey 3 Property
- Item #6: Zoning
- Item #7: Staging Plan
- Item #8: Implementation Mechanisms
- Item #9: Summary of Planning Board's Land Use and Area-wide Decisions
- Item #10: Approval to Transmit the Planning Board Draft to the County Executive and the County Council

INTRODUCTION

This is the sixth worksession on the Public Hearing Draft of the Shady Grove Sector Plan. Agenda items 1-5 are a discussion of outstanding or updated land use issues.

Items 6-8 are the Plan's implementation sections and include a description of the proposed MXR Zone, recommendations for staging development, and a description of potential implementation techniques and what they are intended to accomplish.

Items 9 and 10 review the Planning Board's decisions from previous worksessions, how they will be reflected in the Plan's text, and requests approval to transmit those decisions to the County Council as a summary chart, eventually to be reflected in the Planning Board Draft.

A summary of relevant testimony is included at the end of the packet.

VISION

This Sector Plan achieves a dramatic shift in land use from primarily industrial land uses around the Metro station to a series of residential neighborhoods. It reduces approximately 3,600 jobs from the current Sector Plan and increases the amount of housing by approximately 5,000 units. It recommends relocating the County Service Park and providing new schools, parks and other County services to meet the needs of the new communities. It represents an exciting opportunity and a beginning effort to reinvent the I-270 Corridor as a transit-served, pedestrian-friendly series of communities.

Land use recommendations approved during the Planning Board's worksessions have strengthened the Plan's vision of a mixed-use, transit-oriented center served by Metro. The Plan continues to balance the need for housing at the Metro station with the need to buffer the existing community of Derwood. The Plan creates the following areas:

- The Metro Neighborhoods, surrounding the Metro station with a range of unit types and densities. The highest densities are restricted to the west side of the station. Urban Parks, public use spaces, and streetscapes are woven into the urban pattern of these communities.
- Shady Grove Technology Corridor, achieving a broad range of land use options for office and technology as well as housing.
- Buffer Area, providing parks, schools, a library, lower density housing, and a revitalized shopping center at The Grove, as a transition to the existing community of Derwood.
- Existing industrial parks, strengthened by allowing more business services and becoming more compatible with building height and setback requirements
- MD 355 South, allowing for mixed-use development in the I-1 Zone.

Transportation congestion will increase with the recommended amount of land uses but it will remain within acceptable levels for a Metro served area. To help mitigate future congestion, the creation of a Transportation Management District with approved transit mode share goals will tie growth to transit ridership. Other transportation elements such as the network of streets, sidewalks, and bikeways will improve access to Metro and connectivity within residential communities. The tree-lined boulevards with streetscaping, landscaped medians, and sidewalks will improve the area's pedestrian-friendly character and overall attractiveness. Pedestrian access across Shady Grove Road will be safer with the proposed pedestrian underpass at Crabbs Branch Way.

An extensive network of new recreational parks, urban parks, and public use spaces will serve the new and existing communities. Over 30 acres of local and neighborhood parks, and approximately 10 acres of urban park and public use space within the Metro Neighborhoods will offer a range of recreational activities. New development will be required to provide adequate on-site recreation opportunities. The local park in the Jeremiah Park neighborhood will be staged to coincide with the increase in the resident population.

Adequate schools will be achieved by providing the proposed elementary school at Casey at Mill Creek. The amount of housing likely to be developed will stay within the capacity of one elementary school. If the market delivers more housing than anticipated, the adequate public facilities test for schools will restrict housing to levels that can be accommodated.

ITEM #1: METRO NEIGHBORHOODS

Metro West and Metro South

Staff Recommendation: Approve a combination of densities from 1.5 to 2 FAR with a range of 35 to 60 du/ac for Metro West and Metro South Neighborhoods.

Discussion

In response to public testimony, staff recommends an option that increases FAR on the west side of the Metro station. Property owners have requested higher densities citing the need to support required infrastructure and amenities and to provide more development opportunity within close proximity to the Metro.

The additional FAR achieves the following objectives:

- A pyramid of building heights stepping down to the edges.
- Sufficient urban open space necessary to support the additional density.
- A range of unit sizes within the multi-family category.
- Emphasizes housing and not commercial uses.
- Allows for the MPDU bonus density.
- Remains within the school capacity limit.

Worksession #6 Proposal

Metro West and Metro South, directly abutting the Metro station, offer the best opportunity to provide needed housing within walking distance of Metro and provide the opportunity to increase FAR density without adverse affects upon the Derwood community. This draft proposes a combination of density from 1.5 to 2 FAR as illustrated on Metro Neighborhood: Worksession #6 FAR and Housing Distribution Map. A 22 percent density bonus would also be permitted for the provision of MPDUs.

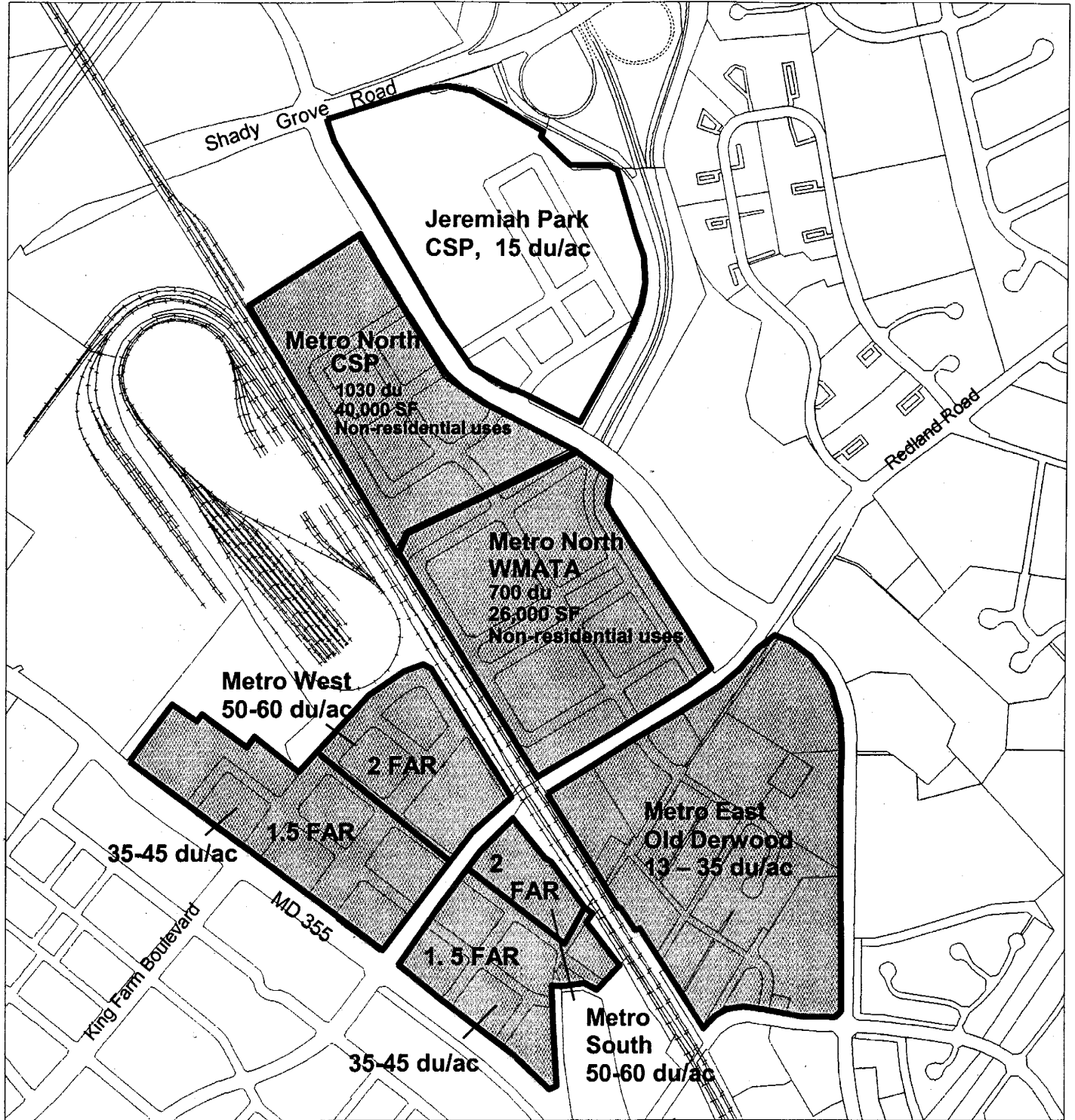
Analysis

Land Use

Locating more units adjacent to the west side of Metro is desirable, allowing more residents access to Metro, bringing more housing into the I-270 Corridor closer to jobs, and creating a more vibrant place.

An increase of 1.5 to 2 FAR will provide up to 2,490 du (the 75 percent minimum required) within Metro West and Metro South. The density per acre will range from 35 to 45 du/ac in 1.5 FAR areas and from 50 to 60 du/ac in 2 FAR areas adjacent to the Metro. This range in the number of units per acre will ensure a good range of unit sizes from studios to three bedroom units. Density higher than 60 du/ac will produce smaller unit sizes and should be avoided.

Metro Neighborhoods: Worksession #6, FAR and Housing Distribution Map



Not to Scale

This level of development can better support features such as underground parking, required amenities, and higher quality design materials. Building heights would reach up to 15 stories adjacent to the Metro station stepping down to six stories in mid-blocks and four stories directly along MD 355 and Redland Road. The building heights under this proposal are commensurate with Twinbrook Commons. Building heights will be allowed to rise for developments providing the full MPDU bonus.

To avoid increases in commercial FAR, the land use mix should be 75 percent housing and 25 percent commercial. This mix still provides an incentive for properties with .3 FAR or more to assemble and redevelop.

The proposal results in an increase in the number of multi-family high rise units bringing the total to 5,725 new multi-family units, or 66 percent within the Sector Plan. Within the Greater Shady Grove Vicinity, the percentage of multi-family units is less given the large number of single-family detached units. The Greater Shady Grove Vicinity includes the King Farm, and parts of Gaithersburg and Derwood (see Greater Vicinity Map).

Worksession #6 Proposal Results in an Acceptable Shift in Unit Mix

Areas	SFD	SFA/TH	MF	Total
Existing Greater Vicinity	38.7%	28.9%	32.4%	100%
Proposed Worksession 6 with existing Greater Vicinity	31%	25%	44%	100%

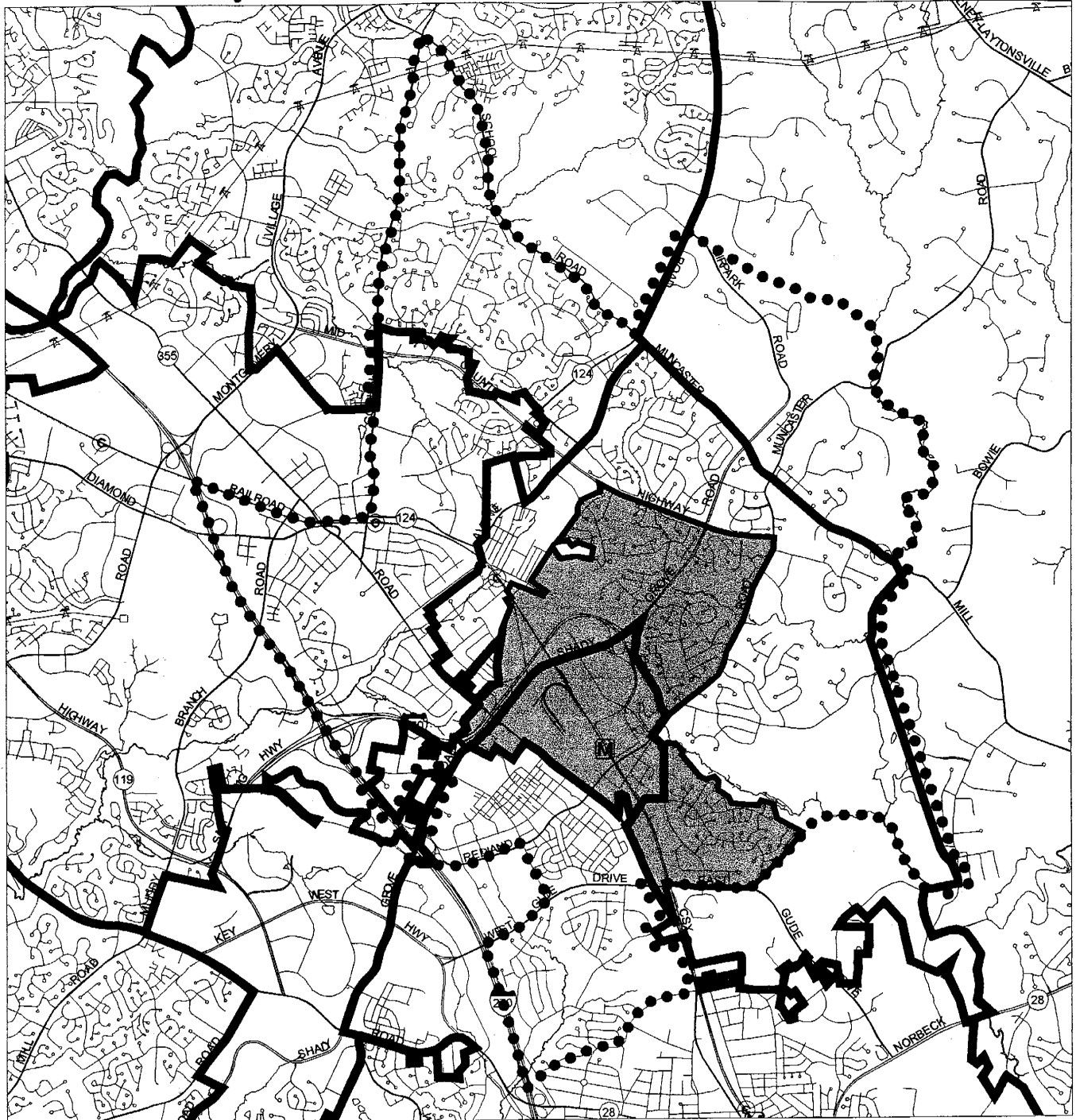
School capacity is also a factor to consider when increasing units. This proposal can stay within the school capacity of one elementary school given the unlikelihood that the maximum zoning build-out will be reached. One estimate yields 5,440 student-generating units, creating an elementary student population of 626 students. A typical elementary school can support up to 640 students. This estimate will allow for some reserve capacity for unforeseen needs.


Projected Student Population – 5770* (5770 – 330 Senior Housing = 5440)

Unit Type	%	Units	Elementary	Middle	High	Total
HR	56.5%	3055	205	70	52	327
MF	32.5%	1733	251	132	107	490
SFA/TH	10%	567	142	54	65	261
SFD	1%	85	28	9	10	47
Total	100%	5440	626	265	234	1125

*Represents likely development, based on 1.5 to 2 FAR within Metro West and South

Greater Shady Grove Vicinity



 Shady Grove Sector Plan Boundary

 Greater Shady Grove Vicinity



0 5280'

June 2003

Housing and Commercial Density Table*

Planning Areas	Public Hearing Draft		Worksession #3 Proposal		Worksession #6 Proposal **		
	1.25 FAR Cap		1.25 FAR		1.5 –2 FAR		
Metro Neighborhood	Housing W/out MDPU bonus	Com SF	70% Housing W/out MDPU bonus	30% Com SF	75% Housing W/out MDPU bonus	75% Housing W/ MPDU bonus	25% Com SF
Metro West	1200	600,000	1435	614,900	1690	2060	692,470
Metro South	550	205,000	695	299,500	800	976	325,960
Metro East	312	0	318	0	318	380	0
WMATA	500	26,000	500	26,000	700	854	26,000
Metro North EMOG	1000	40,000	1000	40,000	1000	1220	40,000
Food Service	30	0	30		30	36	
Subtotal	3592	871,000	3978	980,400	4538	5526	1,084,430
Buffer Area							
Jeremiah Park	285	0	640	0	640	780	0
The Grove	120	117,600	120	117,600	300	366	274,500
Casey Mill C.	70	0	70	0	70	70	0
Subtotal	475	117,600	830	117,600	1010	1216	274,500
MD355 South	0	NA	250	NA	250	305	NA
SG Road Tech. Corridor							
Casey 2	0	100,000	36	85,000	36	44	85,000
Casey 3	0	294,000	105	260,000	105	128	260,000
Great Indoor	0	294,000	105	260,000	105	128	260,000
USPS	0	170,000	105	260,000	105	128	260,000
Dept. Liquor	0	326,700	225	0	225	275	0
Casey 6	0	326,700	0	326,700	0	0	326,700
Casey 7	0	222,000	0	222,000	0	0	222,000
Subtotal	0	1,733,400	576	1,413,700	576	703	1,413,700
Total	4067	2,722,000	5634	2,511,700	6374	7750	2,772,630

* Commercial and non-residential single-family includes existing and new development.

** 5,770 units are estimated to be achieved, maximum zoning build-out not likely.
 5,770 units minus 330 senior housing units results in 5,440 student-generating units.
 5,770 units achieves a minimum of 720 MPDU units (12.5%). Worksession #6 estimates are based upon 1,225 sf/du to achieve range in unit sizes.

Metro South

Staff Recommendation: Approve the relocation of the public use park proposal for Metro South.
Approve abandonment of the dead-end portion of Paramount Drive.

Discussion

The proposed public use park in Metro South should be relocated in order to improve the likelihood of achieving the park and improve its relationship to adjacent development. The Public Hearing Draft proposes locating a public use park on three properties south of Paramount Drive. Worksession #6 proposes shifting the public use space further north and incorporating the unused, dead-end portion of Paramount Drive into public use space (see Metro South illustration).

Testimony

No testimony was received on the Public Hearing Draft proposal for the public use park.

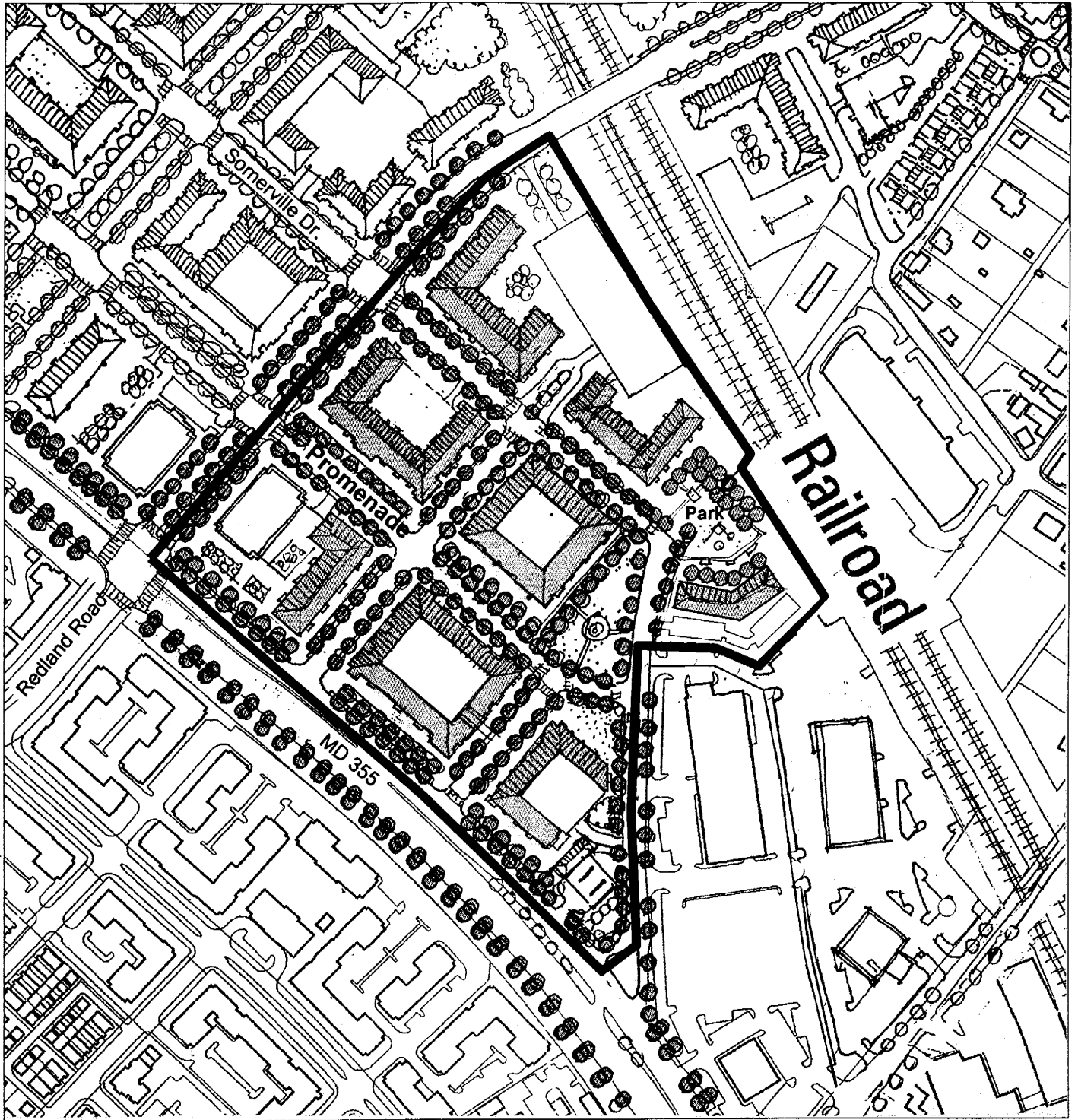
Analysis

Urban Design and Land Use




The proposed revision, shifting the approximately one-acre public use space north to straddle the unused portion of Paramount Drive, achieves a well sized and located park area. Properties to the north and south of Paramount Drive will contribute to the creation of the public use space. The combination of private and abandoned public right-of-way is more likely to be achieved than the Public Hearing Draft proposal that relied upon the three properties to be acquired for public use space by other Metro South properties in need of area to meet their public use space requirements.

Paramount Drive can be abandoned without negative impact to adjacent properties, assuming assemblage of properties to the south. This park will only occur when such assemblage is proposed and access via Paramount Drive can be achieved with these assembled properties further to the west.

Metro South Neighborhood Illustrative



Not to Scale

-  Neighborhood Area
-  Mixed Use Residential
-  Mixed Use Commercial

Metro North

Staff Recommendation: Approve a 5,000-square foot community center.

Discussion

There is a need to provide a small, 5,000-square foot community center to serve the population of the Metro Neighborhoods. With up to 5,180 units estimated for the Metro Neighborhoods and Jeremiah Park, some indoor gathering place to hold community meetings and enjoy scheduled events is important. The Public Hearing Draft recommended a public community center or aquatic center but this center is not considered as needed by the Recreation Department (see Item #2, Public Facilities). There is an opportunity to achieve a privately owned and maintained community center within Metro North.

Analysis

Land Use

The approximately 9,800 new residents estimated to live in the Metro Neighborhoods generate a need for an indoor community center. This estimate is based on countywide standards for persons living in different unit types. A community center is desirable to provide a gathering place, accommodate community functions, and enhance the sense of community life.

The opportunity to locate a small, 5,000-square foot community center is easily achieved within WMATA's portion of Metro North by providing a third floor housing the community center above the proposed commercial building adjacent to the bus facility. There are also other possible locations to integrate a center within the residential buildings to be explored when development proposals are reviewed.

The proposed Urban Service District can manage a public/private community center with the participation of all businesses and residents within the Metro Neighborhoods.

ITEM #2: PUBLIC FACILITIES UPDATE

Staff Recommendation: Modify Plan language to:
Remove reference to an aquatic center or community center (operated by the County Department of Recreation)
Add an indoor community center (approximately 5,000 square feet) to be supplied by the commercial developer of the Metro North neighborhood
Increase the requested size of the Fire and Rescue Station at Casey 3 or substitute a Class I fire and rescue facility at the JBG site at Shady Grove Road and Choke Cherry Road within the City of Rockville.

Discussion

In the course of the six worksessions on the Shady Grove Transit Station Sector Plan, the Planning Board has entertained a range of residential unit counts and commercial square footage estimates. Revised population estimates for the vision contained in the Sector Plan include approximately 12,000 new residents and 7,000 existing residents.

These revisions have influenced the public facility needs for the new, mixed-use community. The Department of Recreation has acknowledged that a recreation center or County-operated community center is not warranted for the greater Shady Grove-Derwood area.

Given the size of the new community, there is a need to include indoor community use space in the commercial portion of the Metro North neighborhood. The indoor community use space will supply meeting rooms and gathering space available for public use within a privately owned and maintained commercial building. This indoor meeting and gathering space will supplement other publicly owned buildings in the greater Shady Grove-Derwood area.

Fire Station Update

The Montgomery County Fire and Rescue Service (MCFRS) refined its facility needs for the Central and upper-portions of the County in an update to the *Fire, Rescue and Emergency Services Master Plan* to be discussed in a MCFRS public hearing in July 2004. The update identifies the opening of a new Shady Grove Fire Rescue Station in the timeframe FY 09-11. The station's first-due area will include the Shady Grove area, northern Rockville including the King Farm, portions of Derwood, and southern portions of Gaithersburg. The MCFRS writes to Chairman Berlage in April 2004:

"For clarification, our needs include: a 3- or 4-bay fire-rescue station that includes bay space for fire, rescue and EMS vehicles plus the vehicles operated by the MCFRS Bomb Squad; living quarters for firefighter-rescuers for 24/7 operations; living quarters and work space for the Operations Shift Chief and EMS Duty Officer; office, evidence collection, analysis and storage space for the Fire and Explosive Investigators, and equipment, supplies and apparatus for homeland security deployment.

The Casey #3 site remains highly desirable to the MCFRS because of its proximity to major transportation corridors that provide ready access to virtually all parts of the County. Units housed at this site would be centrally located to respond anywhere within the county where needed, which is particularly important for the Bomb Squad and Fire and Explosive Investigators since they serve the entire county. The suppression and EMS units housed at this station would be ideally situated to respond to incidents not only within their first-due area (that includes the King Farm, Metro station, CSX railroad, bio-tech facilities, industrial facilities, major highways, etc.) but also in the exceptionally high call load areas of Rockville and Gaithersburg.”

MCFRS prefers the County to purchase the entire 13-acre property for public use, principally to develop a much needed fire-rescue station for the area and to include other MCFRS uses for the site that are currently in leased space elsewhere in the County.

Library Update

The Shady Grove Sector Plan includes a library site in the Jeremiah Park Neighborhood. The 40,000-square foot library facility would be constructed as a multi-level building with structured parking. This design would more efficiently use limited County-owned land at the corner of Shady Grove Road and Crabbs Branch Way.

The Department of Libraries has not programmed the capital budget for this project; the Shady Grove Library would substitute for the library identified in the Laytonia Recreation Park. The fiscal impact conducted for the Upper Rock Creek Master Plan did not identify funding for the Laytonia Library.

Capital Projects**

The following table displays the potential capital projects needed to implement the Shady Grove Sector Plan

Project	Project Description	Size (ac)	Estimated Cost (millions)*	Land	Estimated Facility Cost (millions)*	Present Ownership	Responsibility
Elementary School	Construct 640-student elementary school at the Casey Mill Creek site	9	\$5		\$11.3	Private	MCPS, public acquisition
High School	Construct 2,000-student high school at a site to be determined in the Gaithersburg Vicinity Master Plan	30	Not Known		\$39	Private	MCPS, public acquisition
Library	Construct a 40,000 sf community library with structured parking and joint-housing development	3	Publicly owned		\$14	Public	Dept. of Libraries. Project transferred from Laytonia Rec. Park
Jeremiah Local Park	Construct a 10-acre minimum local park with 2 ballfields and other facilities	10	Publicly owned		N/A	Public	M-NCPPC or developer provided
Passive Recreation at Pond	Construct trails and passive recreation facilities at the stormwater management facility	10	Publicly owned		N/A	Public	DPS and M-NCPPC, public cost
Casey Mill Creek Neighborhood Park	Passive recreation facilities (paths, benches, picnic, multi-age play area)	1	Through dedication		By Developer	Private	Developer provided, land dedication and construction through subdivision
Fire Station	Construct a Class II station and related facilities	6-7	\$6		\$6.7	Private	FRS, public acquisition
Additional commuter parking at Metro		N/A	WMATA		N/A	WMATA	DPWT, public cost
Urban Parks	Town Square and Town Common, urban parks located on both sides of Metro station	4.25	Not known		Not known	WMATA	Developer provided, private funding and construction, dedication to M-NCPPC

* Estimates for land and facility costs are extracted from similar projects contained in the Recommended FY 05-10 Capital Improvement Program

** This list does not include transportation capital projects.